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ABSTRACT

The inservice education of teachers in Queensland, Australia, is the primary focus of this paper. Policies and the influences on their development are examined before the extent of present inservice practices are summarized and attention is given to the problems of implementing inservice teacher training. (IRT)

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PROFESSIONAL DEVELOPMENT

PLAN AND POLICIES OF EMPLOYING AUTHORITIES

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PREAMBLE

In 1958 when I forsook regular classroom teaching for an administrative-research position within the Queensland Department of Education the following was a reasonably accurate picture of the Queensland teacher.

He was responsible for upwards of 40 children, had had at the most two years pre-service training and frequently one year or even less, was paid about the same as a tradesman and certainly earned less than a moderately successful salesman, operated in a dingy, confined and ill-equipped classroom, had little or no back up or support services, taught to a syllabus to which little real change had been made in twenty years, and seldom if ever attended an in-service course.

Twenty years later the stereotype is more like this:- he is responsible for about 25 or 30 children, is frequently three or four year trained, is paid at manager's rather than tradesman's rates, operates in an airy, carpeted well lit classroom often bulging with equipment, is supported by a range of professional and non-professional ancillary staff, has very considerable freedom to design his own instructional program and is likely to have attended a number of professional development courses ranging from half-a-day through 5 days to 5 weeks and even to 12 months in his employer's time and on full-pay.

I am not as sure as I would like to be that the net result of what goes on in the 1977 classroom is substantially different from what resulted from teaching in the 1958 classroom. All I can be sure of is, that in real money terms today's activities cost a lot more of the public purse than did those in 1958 and that public critics of our education system appear to be more vocal and condemnatory in 1977 than they were in 1958.

The question, the central question, then of what has been achieved through professional development activities could be stated in terms such as "How differently (i.e. more professionally) are teachers behaving as a result of the changes we have chronicled? Have increased professional development activities - at pre-service and in-service levels - achieved desirable changes? Are teachers coping better with both short-term and long-term problems they face in their teaching? Are children being better educated?"

As an employer, particularly in these days when there is much more consciousness of a system's accountability for the expenditure of a huge proportion of the public purse, one has to be particularly concerned that teachers are doing the best job of which they are capable. Against a background of increasingly complex demands being placed on both teacher and student, the need for continuing professional development activities has become paramount. This is generally recognized. What is only beginning to be recognized is that professional development of teachers needs to occur along a continuum commencing with pre-service and providing at regular intervals for the differing demands that a teacher will face as his experience grows and as the social milieu in which he works changes.

What is Professional Development?

To my mind the most suitable definition of professional development is that adapted from the James Report (1) which states that professional development should be viewed as 'the whole range of activities by which teachers can extend their personal education, develop their professional competence and improve their understanding of educational principles and techniques'. In other words, in discussing professional development we include

pre-service training
induction or probation
in-service education.

In Australia, employing authorities no longer have a direct involvement (at least in the control and planning sense) in pre-service training. One of the consequences of the granting of autonomy to the former teachers' colleges (this occurred in most States in or near 1970) was, to my mind, a reaction against maintaining close links with employing authorities and in particular with State Education Departments. This reaction, often explained as being a necessary concomitant of academic freedom is now much less evident and there are the beginnings of noticeable swings back towards colleges being concerned with what is happening in the systems' schools, with curriculum development and with organizational developments which affect schools and teachers. Indeed, in Brisbane, preliminary discussions have taken place between two training institutions and the Department of Education with a view to establishing much closer contacts between pre-service training and the schools by relating theoretical discussions of pedagogy to what the students and their lecturers observe in practising schools with a significant proportion of such study taking place at the workface (i.e. the school).

An Induction year, at least in the full sense, is not yet a significant feature of professional development in Australia. There is however, increasing evidence that changes are occurring and will continue to occur in what is required of a beginning teacher in his probationary year. In a number of places he is not being given a full teaching load and more attention is being paid to continuing his professional training in the school situation. I would venture to predict that for primary teachers at least, an induction year involving a mixture of teaching and training on the job is a more likely development in this country than a compulsory fourth year of pre-service training. Certainly, I look forward to more organized, systematic and structured first year teaching programs involving both initial training institutions and employing authorities.

In-service education which is increasingly being referred to as INSET is generally taken to refer to any courses or training undertaken by qualified teachers. It may take place at any time during the potentially continuous professional life of the teacher. It may involve courses leading to additional professional qualifications for the teacher or courses providing no qualification but varying greatly in length, content, origin and purpose.

For the purposes of the paper, I intend to be concerned mainly with INSET in the sense that it takes place during a teacher's teaching life because it is in this area that the employing authority has a clear responsibility both in terms of assisting to develop his employees as professionals and to ensure that teachers are able to cope with changing teaching content and procedures. This is not to imply that the employer has the sole or even the major responsibility for the provision of INSET - clearly teachers as professionals have to share the responsibility for the maintenance of their own competence.

The Queensland Background

Though to an extent I think the Conference organizers wanted me to deal with the employer's viewpoint of professional development from a national perspective, I intend to deal more specifically with policies and plans as they have evolved in the area I know best - the Queensland situation. Much of what I will say is however, relevant to the national scene.

Professional Development Policies

As a background to this discussion some description of the influences shaping these policies should be of value. One might first ask why is there such prominence for the in-service stage of professional development in the

seventies when the fifties and sixties were more concerned with pre-service education. The fifties and sixties were concerned with establishing pre-service training as a minimum three year course following completion of secondary school and with separating the responsibility for pre-service training from the employing authority. A similar situation occurred in the United Kingdom and Bolam (2) expressed it in this way.

"This pre-occupation with initial training left little time for any serious thought to be given to INSET. The system grew in a rather ad hoc and unco-ordinated fashion until (by) 1970.... perhaps the greatest single difference between the pre and post 1970 climate of opinions is the widespread recognition now accorded to the importance of INSET".

In Queensland as the quantitative demands on colleges have lessened they have been more able to turn their attention to the provision of upgrading courses (2 year to 3 year, 3 year to 4 year) and to specialist courses aimed at giving teachers additional skills which will enable them to operate as teacher librarians, in special schools, in aboriginal schools and as remedial or resource teachers. Perhaps more importantly there has also been the provision of updating and refurbishment courses aimed at enabling the teacher to improve his performance in the classroom or at his administrative desk. Such courses form the bulk of those provided or sponsored by employing authorities and professional associations.

Influences on Developments

Why have the later sixties and the seventies been more concerned with in-service activities than earlier periods? One strong reason might well be that, at least since World War II, there has been no earlier period in which the teacher supply situation permitted other than minimum release of teachers for INSET. Up until recent years the pressures of too many pupils and too few teachers have been constant in most parts of the country.

The quest for professionalism in teaching has been long. Increases in the length of pre-service courses in the sixties have highlighted the fact that many older teachers have had periods of professional training which are now regarded as inadequate. While most systems have built 'grandfather' clauses into their awards to protect the positions and salaries of such teachers, it is nevertheless true that promotion positions call for 'higher' academic qualifications thus forcing those earlier trained teachers desirous of promotion to seek to upgrade their qualifications.

In addition, the most complex calls on all teachers have required that professional gaps resulting from shorter periods of pre-service education need to be filled in by INSET. In Queensland, for example, twelve week courses offering professional training have been offered to experienced primary teachers, who in general had not updated their qualifications since initial training.

The sixties, at all levels of education, witnessed frequent, and, at times, almost frantic changes in curriculum, particularly curriculum developed by expert committees of subject specialists and educators rather than by teachers themselves. The introduction of new courses and programs called for the retraining of teachers. Lack of success in the introduction of some courses has been blamed on the ineffectiveness of short-term seminars as a medium for changing teacher behaviours. Certainly, administrators and in-service educators at the system level have had to review methods of educating teachers.

Along with curriculum changes there have been significant changes in Australian schools in pedagogical procedures and in administrative and organizational strategies. Encouraging teachers to cater for individual differences in children, to work in multiple area classrooms, to be more

responsible for the assessment of pupils, to utilise a wide range of resources - all of these and other changes not listed have called for an increasing variety of in-service courses.

When the hierarchical and authoritarian arrangement in schools meant that the principal either determined policy or at least interpreted it from departmental instructions and passed it on in directives to his staff, there was limited involvement of staff in decision making. Participative decision making, the involvement of staff teachers as contributing members of the total school team has meant the necessity for professional development courses for both staff teachers and those professionals in positions of authority.

The Karmel Report

These and other reasons indicate the need for increased in service education activities which had begun to peak by the early seventies. In most States and systems enlarged efforts had been mounted by the time of the Report of the Interim Australian Schools Commission popularly known as the Karmel Report. This report however, pointed to significant deficiencies in provision of INSET and recommended funding at a level far in excess of that previously provided by systems. As the Report stated:

> "The provision of continuing opportunities for the growth and development of the teacher's competence is particularly important when social and educational change is continually making current practices obsolete or relatively ineffective"(3)

The report defined in-service education as embracing 'all the planned experiences which a qualified teacher may undergo for the purpose of extending his professional competence'. It pointed out that there were two complementary emphases in INSET. The first was the need for courses organized by the employing authority to help teachers cope with new curricula. Secondly, there was the need for approaches to help the teacher become progressively more sensitive to what is happening in the classroom. Essentially, the Commission believed, the meeting of this latter need should be initiated by the teachers themselves.

The Interim Committee recommended the provision of funds for both these approaches, for short and long term courses and, importantly, the provision of funds to enable teachers to be replaced in the classroom while undergoing courses. The funds provided were to be used across systems in each State and the allocation of these funds for courses was to be determined 'by a committee composed of representatives of State and Catholic education authorities and of non-systemic non-Government schools and (courses) should be open to teachers in all types of schools'. This was the origin of Development or In-Service Committees in all States representing all parties involved in INSET.

The initial grants which flowed from the Interim Committee's recommendations were of substantial size (see Table 3) in comparison with funds previously available. This money was exclusive of funds for replacement of teachers for which provision was originally made in general recurrent funds. In addition, earmarked funds were made available for courses for teachers in special education and for teacher-librarians.

The very much increased provision of funds made available through the Schools Commission led to the need, in Queensland at least, to improve the data base on which plans and policies for teacher development activities were to be predicated. The Murphy Report (4) had looked at in-service education in broad terms and had, almost identically with the English While Paper(5) proposed that three per cent of the teaching service

should at any time be released for in-service education. This was equivalent to a three-month release after seven years of teaching. Queensland built into its teacher needs projections from that time an extra three per cent to enable this target to be achieved. Other studies such as those of Hayes (6) and the Queensland Chapter of the Australian College of Education(7) had highlighted the need for increased INSET.

The Briody Report

A characteristic of the Karmel recommendations was that INSET programs should be joint i.e. provided for all teachers regardless of the system in which they were employed. This as I have stated, led to the establishment in each State of Joint-Program Committees - later called in Queensland the State Development Committee. One of the first tasks of the Queensland Joint Program Committee was to set up, in November 1973. a sub-committee to inquire into Teacher Needs for In-Service Education. This committee was chaired by P.M. Briody and published its report in 1974(8).

The needs of teachers were established through a questionnaire survey to which 1153 teachers in a sample of State, Catholic and Independent Schools replied. The dominant felt needs of teachers in the survey were for courses in subject methodology and general instructional strategies. As a result of its survey, the Briody Committee recommended that a wide variety of in-service courses be provided to (a) meet the needs of upgrading teacher qualifications, (b) the need for specialist courses and (c) the need for the continuing education of teachers.

While there is not the space here to report in any detail on the findings of the Briody Committee, the following table shows the broad preferences of teachers in primary, special and secondary schools for types of inservice courses.

TABLE 1

In-Service Courses. Types Preferred by Teachers

Course - Type	Teacher Preferences		
	Primary %	Secondary %	Special Schools %
1. Modern Educational Philosophy	5	6.3	10.7
2. Modern Educational Psychology	10.3	8.4	18.6
3. The Content Level of Subject Areas	16.5	15.2	10.7
4. Methodology in Specific Subject Areas	23.6	26.9	24.0
5. General Instructional Strategies	21.0	18.6	8.0
6. Instructional Materials Production for Use in Classroom	14.6	16.7	20.0
7. School Administration	9.0	7.1	8.0

The inquiry also sought teachers preferences in much more detail and produced rank orders of choices of fairly specific topics for courses such as Team and Co-operative Teaching, Diagnosing Learning Problems, Remedial Reading and Flexible Scheduling. Such information helped groups planning courses and assisted the funding authorities to determine which courses to support. The survey revealed that teachers wanted courses yielding credit towards academic qualifications as well as non-credit courses. They preferred courses to be conducted in school time with relief teachers provided to undertake their teaching programs but they also strongly supported courses in out of school time. (p.22)

The Briody Report, as well as examining the needs of teachers for INSET, also saw the necessity for the diverse agencies involved in INSET to co-ordinate their planning, to rationalize provisions in order to avoid duplication and to yield the best utilization of available resources. It directed the Joint-Program Committee's attention to these matters. (p.43)

The Logan Study

In 1976, a study was undertaken to ascertain the most appropriate and effective forms of employer initiated in-service education for primary education personnel employed by the Queensland State Education Department. This study (9) consisted of four stages:

1. the identification of perceived and real needs for in-service education;
2. the development of policy guidelines for decision making;
3. the implementation of strategies to meet the identified needs within the policy guidelines, and
4. the monitoring of policy and strategies.

In looking at the perceived needs for in-service education, this study compared the stability of these with some of those previously identified in the Briody Report. Table 2 from the Report of this study shows the comparison of rank orders achieved in both studies.

TABLE 2

COMPARISON OF RANK ORDER FOR 10 MOST COMMONLY PERCEIVED NEEDS FOR IN-SERVICE EDUCATION BY PRIMARY TEACHERS IN BRIODY REPORT AND PRESENT STUDY

	Rank Order	
	Briody Report	Present Study
Team and Co-operative Teaching	1	9
Teaching Strategies and Classroom Realities	2	2
Evaluation	3	3
Individual Instruction	4	4
Classroom Management and Problem-Solving	5	7
Use of Library Resources in Teaching	6	6
Teaching in Multiple Area Situations	7	10
Classroom Learning Environment	8	5
Media and Technology in Education	9	8
Diagnosing Learning Problems	10	1

Similar stability was shown to exist for a comparison of content areas. The study pointed out that because of the denseness of the data, a fairly high positive correlation was to be expected and set out to determine heirarchies in the four main categories of INSET it had established and thus to give a better picture of priorities to assist policy makers. The four categories identified were

- organizational development (7)
- professional development and staff training (15)
- classroom practices (22)
- planning and execution of in-service (20)

Each category was represented by a number of elements or statements, the numbers being those in brackets above. For example, an element for classroom practices was 'have the ability to diagnose learning difficulties'; one for planning of in-service was 'to have available support for school conducted in-service work'. Heirarchies were established by representatives of 5 groups within the primary division viz

- teachers
- inspectors
- principals
- advisory teachers
- head office staff

The resultant composite heirarchies were taken to represent real priorities and real as opposed to perceived needs within the system.

From a study of the heirarchies that were developed in this innovative study, the investigators framed the following recommendations:

1. *the school should be the unit of focus for in-service education and whenever and wherever possible programs should not only be based on a particular school but also in that particular school;*

2. *guided self-analysis and problem solution seeking should be a basic principle for the conduct of in-service education activities. The inference is that in-service education planning be based on a teacher-development model rather than a teacher-defective model;*

3. *each school to be encouraged to initiate its own in-service education program and for such programs to be system supported. This support may need to be on a continuing basis until professional self-efficiency is achieved;*

4. *consideration be given to the whole issue of communication about in-service education within schools, between schools and regions and between central office and its agencies;*

5. *greater resources be allocated direct to the regions for in-service education on a triennium basis with a rise and fall clause tied to variations in the annual budget for in-service education;*

6. *resources be allocated to the specialist branches on a similar basis to the regions;*

7. *all in-service education activities initiated through head office in connexion with new curriculum guides should be under the auspicies of the Primary Curriculum Committee through In-Service Education Section; and*

8. *the issue of upgrading qualifications be investigated with a view to increasing candidate places.*

These recommendations and the data provided by the study justified the support of the following major initiatives within primary education INSET. These were:

Whole term release

In depth curriculum studies

Whole school withdrawal

It is fair comment to say that the conclusions of this study have strongly influenced INSET activities at all levels within the major employing authority in Queensland and probably activities in other systems as well.

The Existing Situation in Queensland

The foregoing account has dealt firstly with some of the reasons for the growth of activity in INSET in the seventies and then with some of the studies which have helped those concerned with planning and administering programs operate with some reference to the needs of their clients and of the system. We have looked at the effect of the Schools Commission's initial report on INSET. This influence has continued with subsequent reports and funding arrangements to the present time. Skilbeck says (10) and few would argue with him

"The Schools Commission is the most decisive contemporary force in financing INSET: as a consequence it is playing a leading part in modifying old structures and roles, and in articulating new directions in policy. Its influence upon policy, however, is by no means as clearcut as its financial role might suggest".

This statement is true of Queensland but the position is quite a complex one with the following agencies involved in INSET activities.

State Department
- In-Service Co-ordinators
- Regions
- Inspectors
- Specialist Branches

State Development Committee (Schools Commission Funding)

Catholic Education Offices

Independent School System

Board of Secondary School Studies

Subject Associations

Other Professional Associations

Universities and Colleges of Advanced Education

Individual Schools

Teacher Organizations

Parent Organizations

Community Organizations

Each of the above organizations or institutions conducts and funds courses in its own right or in association with others and each may fund activities from its own resources or by grants from the State Development Committee. The State Department and the other systems are concerned in one way or another with the full complement of courses ranging from those of a few hours duration through 3-4 day to 5 week to semester to year long courses. The Universities and Colleges of Advanced Education are mostly but not exclusively concerned with upgrading courses and those yielding additional professional qualifications while the professional associations are generally concerned with conferences, workshops and ad hoc seminars.

To list the variety of in-service activities that have taken place in Queensland in the past year by type, length, conducting authority and funding authority would result in a most complex table. A sample of recent activities includes the following: Teacher skills for Outdoor Education, Mining in Society, Photography and Darkroom Workshops, Role Expectations of the Principal in Times of Change, Observational Astronomy, Native Plants Programs, Small Group Music Seminars, Teaching Effectiveness Workshops, Research Skills Through the Library, Human Relationships, Teacher Induction Programs, Film and Drama Seminars, The Teacher Aide in the School, Breaking the Barriers between Special Education and Normal Classes, Staff Development Programs, Materials Development Workshops, Workshops on Open Access, State and National Conferences of a variety of professional and subject associations, vacation courses, mini-courses, individual Professional Development Programs, Training for Administrators, and 5 week in depth curriculum courses. They have taken place in schools, teachers and education centres, halls, hotels, motels, and factories and offices and in the open air. They have been conducted in school days, Saturday mornings, week-ends, evenings, afternoons and in vacations. As Logan and Dore (11) state "Such opportunities, whether through individual study, lecture or workshop, conducted at a school or teachers centre will be concerned with -

- increasing each participant's knowledge of what might be taught in schools, for example, content, values, skills;
- developing alternative styles of instruction and management; and
- developing ways of inquiring into and seeking solutions to probelms of practice.

The Extent of INSET Activities

The Interim Committee of the Schools Commission was definitely of the opinion that there was insufficient in-service training of teachers in Australia in 1973. From 1974 to 1977, the Commission has made available $24,534,000 for teacher development purposes for primary, secondary and special schools with the express purpose of increasing in-service activities. This means that approximately $40 per teacher per year has been expended on in-service activities from this source alone. Table 3 shows the details of Schools Commission expenditures. To this must be added funds made available from State Department, non-State systems and professional associations. Detailed statistics of the number of courses attended by teachers are not easily expressed but an estimate of State Development Committee funded courses in Queensland in 1976 reveals that almost 14000 teachers participated in some three hundred different courses initiated by a very wide range of organizers. A recent study in Victoria (12) showed that teachers there are presently averaging attending 1.7 courses per year as compared with 1 per year in 1974. Clearly, there have been significant increases in quantity, variety and participation since 1973.

TABLE 3

Schools Commission Expenditure on Teacher Development, 1974-77

	1974	1975	1976	1977
Funds Legislated or Advanced:-				
Training	$2,894,631	$8,024,412	$6,865,000	$6,750,000
Replacement	$4,734,196	$8,075,804	$7,688,000	$7,700,000
No. of Teachers[1]	138,694	148,478	155,132	170,000
Per Capita Teacher:-				
Training	$20.9	$54.0	$44.2	$39.7
Replacement	$34.1	$54.4	$49.6	$45.3

1 For 1974, 1975 and 1976 the source of data is Australian Bureau of Statistics publication "Schools". The figure for 1977 is an estimate.

Indices of attendance are at the best crude indicators of the effectiveness of inservice programs and they say nothing about the directions such programs should take. The earlier studies referred to in Queensland and the Victorian In-Service Education Evaluation Project (13) are examples of the types of studies which help us to know more about which inservice courses teachers and administrators consider desirable. Certainly available studies confirm that teachers think in-service education is of value. Ingvarson's study (12) found that

"Government school teachers are more likely to hold the view that teachers should run in-service courses themselves, especially primary teachers. Independent school teachers are most unimpressed with the idea, contrary to our expectations. Teachers remain divided on the value of large-scale one day conferences and although a high proportion of teachers had no opinion about the value of residential programs (having not attended one supposedly) the proportion of teachers in favour of them was more than three to one. Independent school teachers were less inclined to feel that parents should be given more opportunities to be involved in in-service programs".

On the other hand, in Campbell's study (14) teachers only rated the need for increased INSET fifth in a list of ten most popular suggestions for improvement. Perhaps it is significant that the need for salary increments was ranked fourth.

As available funds for INSET shrink it becomes increasingly important that evaluation studies should throw more light on the most effective types of INSET activities and those most likely to assist in the prime task of making teachers more effective in their daily tasks. Undoubtedly, we need to know which particular approaches work best. This requires not only that we continue to research the needs of teachers related to the implementation of curricula, but also that we find out more about how teachers learn.

Some Problems in Implementing INSET

We have seen that it is important to ascertain what are the needs of teachers and school administrators for their professional development. From the employer's point of view, there is the need to consider both what teachers see that they need and what the administrators perceive are the needs of the system. A further complicating factor is that the needs of teachers will differ according to their present tasks, their abilities, their academic backgrounds, their experience and their desire to adapt to changing situations and circumstances.

Planners then face the problems of designing courses to meet this complex heterogeneity as well as determining where and when they should be held. Factors of distance and sparsity in Australia add complication to INSET activities not known in the United Kingdom or even in New Zealand. This requires additional absences from schools of teachers in remoter areas if they are to participate in INSET not to mention the increased costs of travel and accommodation.

Teaching in comparison with most other professions involves its practitioners as employed, rather than independent or self employed persons. Relationships then between education employing authorities and their employees can be more complex than between employers and employees in less professional or non-professional fields. One area which contributes to the complexity of this relationship is that of in-service or continuing professional development. On the one hand, both employer and employee agree on the need for continuing professional development in areas such as curriculum development, instructional practices, inter personal relationships and organizational development. The question of when it should be held and who bears the cost can however be contentious issues.

Employing authorities bearing as they do, responsibility for the instructional programs in their schools are beset by interruptions to school time of which increased INSET is a significant contributing factor. Employee associations, such as teachers unions, argue that in-service education, particularly that required by the employer, should not make inroads into teachers free time. In general a reasonable balance between in school and out of school time INSET has been maintained to date but increased militancy of teachers' organizations could jeopardize this balance. For example, in Queensland the State Department has ruled that, in general, no teacher should be involved in more than five (5) days per year of release time in-service activity. This does not include teachers released for five (5) week, twelve (12) week, semester or year long courses. The Queensland Teachers Union on the other hand has adopted as policy that every teacher should have a minimum of five (5) days release in-service education per year. When to this is added Union demands for reduced class sizes, daily teacher time free of pupil contact, days at the beginning and between semesters when pupils are not in attendance, additional leave for teachers in remote areas, and the automatic provision of relief teachers for those engaged in INSET, the cost to the system becomes very substantial. Parents have begun to protest at the frequent absences of regular teachers from their children's classes.

It therefore becomes important to the future development of INSET that employing authorities will be able to justify the benefits of professional development accruing from the significant investment in this area. This will be the easier to justify if it can be shown that the members of the profession themselves are also continuing to make substantial investments of their own time and money for the same purpose.

INSET as a Profession

It is also important if INSET is to continue as an essential ingredient of teacher development that it be recognized that teachers are adult, human beings and that teaching techniques successful with pupils and students even at the tertiary level are not necessarily the correct techniques for INSET activities.

There is increasing recognition that development activities need to be based on principles of adult learning and the findings of behavioural science. This probably means that there is a need to develop and train in-service educators in special skills. A successful teacher of children or even of trainee teachers is not necessarily equipped to be a successful teacher of teachers. More study is required of the characteristics of successful in-service educators and of the strategies more likely to result on changed teacher behaviour. Those involved in INSET and this includes employing authorities therefore need to develop personnel with special skills in this area as full-time professional in-service educators and as trainers of teachers and others who will be conducting courses for teachers.

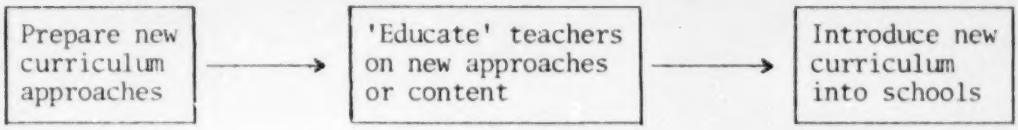
The Employer's Role - A Conceptual Analysis

Having described in a somewhat rambling way the background to the present emphasis on INSET, with particular reference to Queensland; the present situation in terms of scope and organization and some of the problems in implementing teacher development programs, I should now direct my attention more sharply to the role of the employing authority with particular reference to the development of future policies and plans.

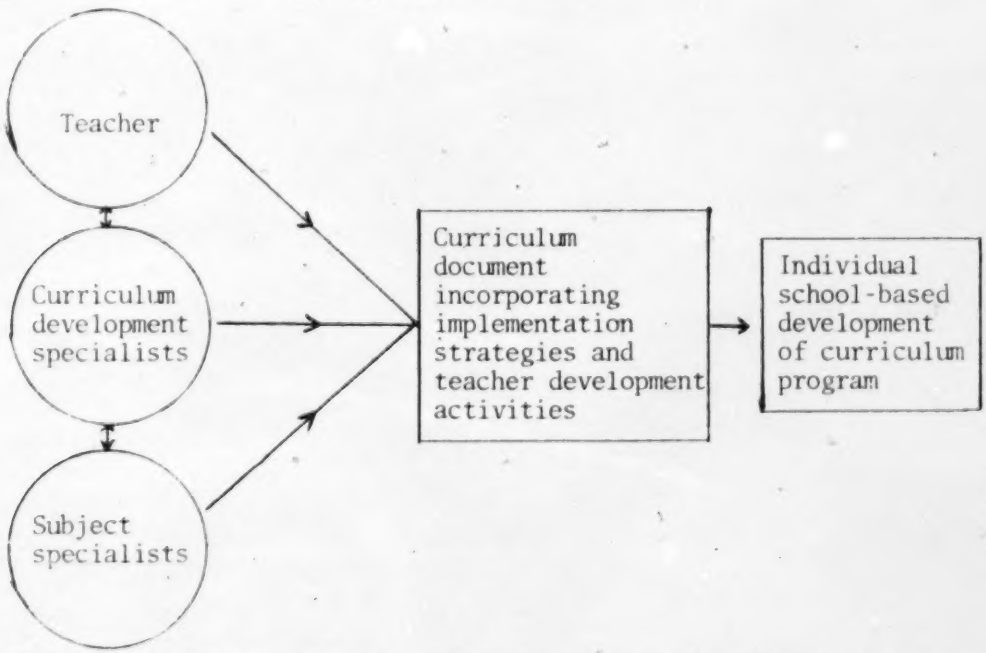
The prime purpose of educational administration is to ensure that instruction in schools is efficient and relevant. Key factors in enabling this to occur are the curriculum and the teachers. If teachers are to implement curricula which has undergone significant changes since their initial or pre-service training then appropriate and continuing in-service education is necessary. An important task, then, of the educational administrator representing the employing authority is to arrange or at least expedite the delivery of services for the area of the professional development of teachers. Given that other agencies are also involved it seems to me that a key role for the employing authority is that of planning, co-ordinating and filling gaps in such services.

Previous models for the delivery of professional development services have tended to think in a linear mode. They have argued, for example, that when curriculum changes have been made or are contemplated it is necessary for the employing authority or other interested body to conduct a series of in-service courses to enable teachers to implement the new curricula. Accordingly for example courses in 'new' or 'modern' mathematics have been common features of in-service programs in the past decade or so. It may well be that this approach, while logical, is not the one best suited to successfully bring about changes in teacher behaviour corresponding to the objectives of particular curriculum endeavours. Such a model might be

represented as follows:


Prepare new curriculum approaches
'Educate' teachers on new approaches or content
Introduce new curriculum into schools

The teacher as we have said is central to the educative process and therefore teacher development is central to the improvement of schooling. If we accept the definition of curriculum as the sum total of all the experiences offered to a child in or related to school then there is a strong case for incorporating and blending teacher development activities with curriculum development activities. In other words curriculum documents need to be so constructed as to assist the young or inexperienced or ineffective teacher to 'grow' professionally while using that particular curriculum in his school. Even the effective and experienced teacher of course, requires updating and refurbishment. Curricula should be so developed that the teacher working with them should be able to relate the curriculum statement meaningfully to what is happening in the classroom to his pupils and to himself as the teacher. This process will be greatly assisted if teachers themselves are heavily involved in the development of the curricula. Such a model might be represented as follows:


Teacher
Curriculum development specialists
Subject specialists
Curriculum document incorporating implementation strategies and teacher development activities
Individual school-based development of curriculum program

Stated another way, inservice education should therefore be not primarily concerned with theoretical presentations of pedagogy or educational philosophy nor even with particular prescriptions for classroom practices. Rather it should be very much more concerned with improving teacher performance in a setting concerned with the teachers day to day tasks. The present trend to school based inservice activity should enable this to be accomplished particularly with the provision of the necessary support services to the school. The latter task will largely be the responsibility of the employing authority.

Any model for in-service education however would fail if it concerned itself only with assisting teachers to cope with curricula change important as that is. Even if a system were static in terms of what is to be taught and how it is to be taught there would still be considerable needs for in-service education of teachers. It is not realistic to expect pre-service education to prepare a teacher for all the professional roles he may fulfil in the forty plus years of a full working life. Apart from the inability of the training authority to predict the varying roles different teachers will play in their teaching careers much of the necessary training would be irrelevant at that stage.

In-service education then needs to be reviewed as a continuum with pre-service education and as a cycle of professional training for teachers extending across their careers. Despite the increases in provision in the past five years INSET must still be described as largely piecemeal and haphazard. The coming decade is particularly appropriate for the implementation of a planned cycle of INSET because of the increased stability of the teaching service that will result from declining growth in enrolments and reduced annual intakes of new teachers. But a few years ago teachers with three or less years of experience represented some 17 per cent of all teachers in Queensland schools. By 1985 they might well represent only 10 per cent. This changed circumstance has obvious implications for the type of in-service education authorities will need to arrange.

It will be incumbent on planning bodies, then, not only to establish what teachers see as their needs in in-service but, also to call upon research to delineate 'the set of characteristics that identify a fully functioning mature member of the teaching profession' as Fischer states (15) in maintaining that 'our concern must be on the continual education of teachers from neophyte status through maturity'.

Having done that it seems to me that the employing authority's role is:

- to help to create a receptive climate among teachers for INSET
- to look to its own organizational climate to eliminate constraints which operate against system and personal change
- to encourage teachers to participate in the organization, design and conduct of INSET
- to assist in co-ordinating and efforts of the several agencies providing INSET
- to provide resources and a network of support services for these agencies
- to act as an agency itself in those areas not being serviced by others
- to reward teachers who work successfully at their personal professional development

The Future

To conclude by gazing into the crystal ball, I would hope that in-service education might become

- more a part of a continuum of a teachers professional development than a series of odd haphazard experiences

- more integrated so as to serve teachers needs at relevant times in their career
- more professional in the sense that it will pay at least equal heed to the principles of andragogy as to those of pedagogy
- more teacher based
- more teacher supported
- more successful in equipping teachers to cope with the learning-teaching process

All of this adds up hopefully to the improvement of the professional competencies of teachers and to resultant improved education for children. This, I belive, merits a higher priority than either the continued reduction of pupil-teacher ratios beyond the targets we are presently achieving or about to achieve or the continued growth in the provision of specialist and advisory services which may reduce a teacher's responsibilities but do not necessarily increase his professional competence or satisfaction.

The quest for quantity in education in over for at least two decades; the question for quality should be now our prime concern. Teacher development must surely be central to this quest.

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